Public Disclosure Authorized
Public Disclosure Authorized
Public Disclosure Authorized
Public Disclosure Authorized

41913

Water, gender and citizenship

Involving men and women in the management of water and sanitation services

Ministerio de Vivienda, Construcción y Saneamiento

Canadian International Development Agency
Agence canadienne de développement international

wsp water and sanitation program

Water, gender and citizenship

Involving men and women in the management of water and sanitation services

Lima, September 2007

This publication has been possible thanks to the contribution of the following people and institutions:

Report written by:
Mercedes Zevallos, Communications Consultant, Small Town Pilot Project (STPP)
Raquel Pastor, Consultant

Revised by:
Marcia Roeder, Gender Specialist

Water and Sanitation Program- Latin American and the Caribbean
Francois Brikke, Regional Team Leader
Iris Marmanillo, Coordinator for Peru and Task Manager of the STPP

STPP Team
Oscar Castillo, Institutional Development Specialist
Jorge Luis McGregor, Consultant on Management Models
Andrés Quispe, Consultant in charge of documenting the STPP

Editorial and production coordination:
Beatriz Schippner, Regional Communications Specialist
Luciana Mendoza, Communications Assistant

World Bank Office, Lima Peru
Av. Álvarez Calderón 185, Piso 7, San Isidro, Lima 27, Perú
Phone: (511) 615 06 85 Fax. 615-0685
Email: wsplac@worldbank.org
http:/ www.wsp.org

Copyright acknowledgment:
Base on the Universal Copyright Convention, WSP holds all the rights of this study. However, reproduction of the material is permitted for educational, scientific or development work purposes mentioning the source.

Design and Layout: Ana María Origone
Printed in Peru by LEDEL S.A.C.

Index

Introduction 4

1. Starting point 5
   1.1 Gender and citizenship 5
   1.2 The context of the discussion on water and gender 7

2. Background of the experience 8
   2.1 Context and objectives of the project 8
   2.2 The social situation of women with respect to water and sanitation in the STPP 10

3. The incorporation of a gender component in the different stages of the project 12
   3.1 Understand in order to inform 12
   3.2 Men and women making decisions 13
   3.3 Negotiation to arrive at a decision: the tariff issue 14
   3.4 Male and female citizen participation for sustainable management of water and sanitation services 15

4. Building citizenship: local government, male and female citizens 18

5. Lessons learned 20

Bibliography 21

Introduction

The inclusion of a gender component in initiatives that seek to improve access to water and sanitation services for the poorest people is a challenge. The challenge is greater when it comes to develop specific tools, which should help integrate the concept of gender in daily work. This document attempts to contribute to the debate on how to promote equal relations between men and women in terms of access to, control and benefits of water and sanitation services, on the basis of a concrete experience.

In the water and sanitation sector in Latin America and the Caribbean significant efforts have been made to include a gender component in policies and strategies. The Water and Sanitation Program (WSP) has promoted the inclusion of gender equity in the projects implemented in the Region, carrying out diagnosis and validating methodologies at three levels: political, institutional and community.

This document is based on the experience of the Small Town Pilot Project in Peru (STPP) in promoting inclusive citizen participation, involving both men and women, in decisions on the management of water and sanitation services in localities having between 2,000 and 30,000 inhabitants. The project was a joint initiative by the Vice Minister of Construction and Sanitation of Peru (VMCS), with the financial support of the Canadian International Development Agency (CIDA) and the technical assistance of the Water and Sanitation Program (WSP) to foster a change of roles in the management of water and sanitation services, which have been traditionally linked to management by local governments, characterized by deficient administration and service. The new model proposes a public, private and social alliance.

The document summarizes what we have learned from the experience of change lived in these localities; in which both men and women were involved in all phases of the project. While evaluating this process, the objetive was also to identify the contribution of the inclusion of a gender component towards ensuring equal participation in decision-making, encouraging the demand for quality services, including various perspectives on citizen's rights and duties in terms of the services and finally it's contribution towards the building of a better citizen-state relationship.

1. Starting points

1.1 Gender and citizenship

Citizenship is a concept that refers to the relationship between citizens and between citizens and the state. These relations have been historically established and are constantly evolving in daily life and in diverse political and social contexts. Therefore the focus of the agenda of the discussion on citizenship must also include an emphasis on social rights and the social politics of each country.

In the British tradition, led by Marshall (1992), citizenship is defined as the status granted to all actual members of a community, who are equal with respect to their rights and obligations. There are three aspects to this concept: 1) civil citizenship, linked to the need for expression and thought; 2) political citizenship, linked to the exercising of political power by vote or the right to be elected and 3) social citizenship linked to the right to welfare and economic and social security.

This classical approach to the concept of citizenship did not include a gender dimension; a fact that highlights the differentiated processes of access to and the exercise of civil, political and social rights for men and women. The inclusion of a gender perspective in the debate compels the adoption of a different approach to this concept. Batthyany Karina (2004) reviews these dimensions, which are summarized below:

- The most radical critiques place the notion of universal citizenship at the center of the discussion, proposing an ideal definition of citizenship that is based on differences, distinguishing between men and women as individuals and therefore acknowledging gender differences in the access to and the exercise of rights.
- The inequalities between men and women in terms of power in the political space are a result of the inequities that exist within families and in the professional space.
- It is necessary to acknowledge the existence of differentiated access to civil, political and social rights for people from a certain territory, as well as the fact that citizenship is not acquired at the same time by all[1]:
- The concept of citizenship is linked to participation in the public sphere and therefore to the social construction of the masculine space. While the private domain, which is basically constructed as a feminine space, does not seem to be linked to citizenship.
- Women, who are looked upon solely as wives and mothers, are frequently being represented but do not represent. In many cases, they remain dependent on their husbands, like their children.

In the specific case of the relation between citizenship and access to water and sanitation services, a gender focus allows visibilisation of a situation that this debate talks about. The strong relationship that exists between women and water is restricted to the private family sphere and the inadequate presence of women in decision-making processes for management of the water resource has been documented in various studies carried out (García: 2000). As a step towards improving this deficient situation, some basic guidelines have been defined to bring about a change in the relationship between women and the management of the water resource. Besides promoting human development and equal opportunities, the inclusive focus also proposes that access to, control and the benefits of resources must be equitable for both men and women. Access is defined as the capacity to have material, economic, political, informative, educative and time-related resources at one's disposal; Control is the capacity to decide on the utilization of these resources and benefits are defined as the earnings from these resources or the effect that they have on the living conditions of men and women (Niño de Guzmán and Zevallos: 2002).

[1] For example political citizenship in Peru was first granted to men, before women acquired it; and the literate were granted citizenship first before the illiterate.

A scenario in which the people are excluded from access to information, to mechanisms of participation in decision-making processes, as well as access to the services and it's benefits, for example in the case of good quality water and sanitation services, implies a situation where the minimum, essential conditions for the exercise of full citizenship are not being met. The exercise of citizen's rights and duties in terms of access to basic services, such as water and sanitation, is achieved by establishing mechanisms for equitable access, decision making and utilization of resources for men and women, thus contributing towards good governance.

This process requires ensuring equitable access to basic information on water and sanitation services and also on future development projects. It also requires the creation and/or widening of the scope of mechanisms for participation in decision-making processes and including both men and women, seeking quality water services, in the management of these services. Only in this way will the precedent be set for good exercise of citizenship, through which not only will they evaluate and pay for the services, but will also actively participate in the management of these services and at the same time strengthen capacities in order to contribute to the town's development.

If the water and sanitation projects are linked to improved access to citizenship and improved living conditions, changes resulting from these processes can be effectively monitored. In this regard, various institutions have sought to document the benefits obtained by incorporating a gender focus in interventions related to supply and management of water and sanitation services. In the majority of the countries in the world, it is women who engage in domestic chores and therefore they are more aware of the problems and needs and can best articulate their demands as well as the services they require. Given the specific nature of their tasks, it is understood that the inclusion of women in consultation, planning, training and decision-making processes would ensure sustainability of the results of

the projects[2]. A study carried out by WSP/IRC [3] in 15 countries, in 2001, showed that specific strategies to work with gender and poverty showed differences in terms of the sustainability of services and investments. In a comparative analysis of 88 communities participating in the water and sanitation projects, it was observed that 61% of the communities with sustainable and effective services had incorporated gender focus and poverty-sensitivity criteria in community participation. In comparison, only 30% of the communities that did not show sustainability had incorporated the above mentioned elements.

On the other hand, people's understanding of the relationship between improved health and quality water and sanitation services had a positive effect on its valuation and on health and survival indicators in boys and girls. For example part of the UNICEF's experience in Peru, the Buen Inicio project,

---

[2] Various examples can be found in "Género y Agua: Integración de la equidad de género en las intervenciones de agua, género y saneamiento. SDC, Berna, 2005.

[3] See Gross et al (2001).

applied a methodology wherein it focused it's work on men and women in reproductive age. By doing so it managed to reduce malnutrition by 20% in children less than three years of age in 223 communities in the regions of Cusco, Apurimac, Cajamarca, Loreto and Amazonas[4].

1.2 The context of the discussion on water and gender

The institutional response of the water and sanitation sector to the recognition of gender differences and the need, as a consequence, to work with them, has made significant progress. A document published by WSP, SDC and SIDA[5] mentions the various stages of this effort:

- During the Water Decade (1981–1990), the UN prioritized the debate on participation of women in the projects. It launched a program, which operated on the basic idea that "women have a key role to play in the supply, management and conservation of water" (Dublin Conference, January, 1992). It was in this decade that a gender equity approach was adopted (Beijing, September 1995), which from then on came to be recognized as the approach of the Water and Sanitation sector in 2000 (VISION 21, World Water and Sanitation Forum in La Haya, March 2000) and which is now also recognized as essential to the sustainability of water and sanitation services.

- In the process of the formulation of Vision 21, the creation of an alliance for integration of the gender component in the projects in the sector was proposed and thus the Gender and Water Alliance was born. This alliance stresses on the importance of the incorporation of a gender approach both for sustainable development of resources, as well as for their management.

- In the past decade in the Latin American and the Caribbean region, institutions working in the water and sanitation sector have brought about a change in terms of the incorporation of a gender approach in their policies and strategies. Within this framework, studies have been initiated on the status of the inclusion of gender in Peru and Bolivia (2002)[6], and in the Honduras (2007)[7]. Likewise WSP, in coordination with the Sector Coordination Group in Peru, has brought out a Methodological Guide (Niño de Guzmán and Zevallos: 2002) to include a gender component in institutional policies and in the implementation of projects.

In the Peruvian normative context, a significant result worth highlighting is the promulgation, in March 2007, of the "Law of Equal Opportunities between Men and Women" [8] the objective of which is to establish a normative, institutional and public policy framework to guarantee the exercise of their right to equality, dignity, free development, welfare and autonomy to men and women by promoting total equality. This law, in it's article 6, expressly mentions the following guidelines: 1) promotion of full participation of men and women in the consolidation of the democratic system and 2) the inclusion of equal opportunities for men and women in citizen surveillance mechanisms.

---

[4] Press note of the Health Ministry of Peru. 26th June 2006.

[5] WSP–LAC/SDC/SIDA. 2002. Genero, en el sector agua y saneamiento de la región andina. Hallazgos, recomendaciones y propuesta estratégica. Lima, Perú.

[6] Ibid.

[7] WSP–LAC with the help of the Consultant Trust Fund (CTF) of Denmark. 2007. "La Inclusión del enfoque de equidad de género en el sector de agua y saneamiento en Honduras". Un diagnóstico y propuesta. Tegucigalpa, Honduras.

[8] El Peruano, Lima, Friday 16th March 2007. Law N 228983.

2. Background of the experience

2.1 Context and objectives of the project

Promoting responsible citizenship of women and men in the management of water and sanitation services has been one of the challenges before the Small Town Pilot Project (STPP).

Part of the decentralization process that the country is going through at present; this project is linked with the building of good governance. One of the challenges has been to ensure participative management of development, by employing various mechanisms: Concertation Committees, Regional and Local Consultation Committees, Neighborhood Councils, among others. But to improve this, it is indispensable to first "resolve secular problems", that is to say, "resolve inequalities and inequities" (SDC: 2003). For example, regarding the issue at hand, it means resolving differences in access to water and sanitation services offered in small towns or resolving difficult access to basic services. It is an issue of shortage compounded by gender inequity, which prevent and restrict the building of a democratic culture.

Decentralizing decision-making powers and financial resources has for long been a demand made by local governments to the central government. Although the recent political process of decentralization and regionalization was initiated in 2003, water and sanitation services, by then had already completed a decade in operation and had been managed by local governments (Castillo: 2004). In small towns (with 2,000 to 30,000 inhabitants) services are deficient, characterized by low quality, poor coverage, subsidies, deteriorating infrastructure, lack of updated and reliable information[9], a fact that has led to dissatisfaction among the people. This is a situation that clearly demonstrates the urgent need to rethink the manner in which services are being offered in the cities. The process of decentralization, in terms of the services, requires a support that would give the local government the tools to strengthen capacities to manage local development in an efficient manner.

The Small Town Pilot Project in Peru was launched with the objective of improving water and sanitation management services in towns with less than 30,000 inhabitants. The project proposed a change in the model for management of services, moving from a municipal operator to a specialized operator. This model seeks to forge an alliance between three actors: the municipality, a specialized operator and a neighborhood council, where each actor plays a certain role for the efficient management of the service. The operator offers quality service, the municipality oversees the completion of the management contract and invests in infrastructure and the neighborhood council supervises the quality of the service provided by the operator.

The promotion of new management models implies that the municipality, private sector and the people establish new rules of play. Understanding and openness are expected of the local municipality in order to establish relations built on dialogue, discussion and consensus between the state, the private sector and citizenship. Citizens must change their perception of the role of the local government as a supplier of services and accept it as an administrator and supervisor of agreements and contracts; and the private sector will have the opportunity to extend its scope of action to new spaces yet to be explored where it can exercise its social responsibility. Citizenship that includes both women and men will have the opportunity to ensure 1) access to quality services in terms of water and sanitation and 2) the right to participate in decision-making on services, as part of the citizenship exercise.

An important part of the work done by the project has been the promotion of active and equitable citizen participation by both women and men, in terms of access to information, decision-making and the management of the services itself.

[9] The diagnostic reports of STPP can be consulted in this regard.

The objectives proposed, in the various phases of STPP, have been as follows:

Phases	Objectives proposed from the gender perspective
a) Social promotion and decision making for a change in the management model	• Improve the access of men and women to information and encourage decision-making
	• Promote participation of men and women in decision-making and leadership spaces
b) Implementation of the approved management model	• Promote equality of opportunities for men and women in the access to decision-making spaces with regard to services.
c) Follow-up, training and measurement of the performance of the new management model	• Strengthening the capacities of men and women who participate in decision-making spaces. Surveillance and supervision boards, operators, municipality, others: providing know-how and abilities for participation with equal opportunities.

Source: Strategies to incorporate the Gender Equity focus in a Participative Management Model, 2005.

The project was developed in the three regions of the country, the coastal area, mountain region and amazon jungle and in diverse political, social and economic contexts. An important effort was made by the project implementation team to use media to stimulate active participation and equitable distribution of work between men and women, both in the institutional space as well as in the community space, keeping in mind the proposed objectives.

The basic questions on which this document is based are as follows:

1. Can equitable access to information on the services promote egalitarian participation in the decision-making processes concerning them?

2. Can informed demand improve the demand for quality services and make women and men more flexible in terms of willingness to pay for the services?

3. In effective terms, did the project improve relations between the state and the people, in aspects relating to water and sanitation by promoting the exercise of good governance?

To respond to these questions, a qualitative and quantitative study was carried out, attempting to document the experience. For this study primary and secondary sources were used [10]. This document presents both the strategy developed for the incorporation of a gender approach in the field, as well as the results achieved, the findings and the lessons learned. The presentation is organized as follows: First, data on the social situation of women with respect to the issue of water and sanitation in the cities involved. Secondly, the methodology used and the results achieved, according to the phases of intervention of the project and finally main lessons learned.

[10] Consultant Report. Pastor, Raquel. 2007. STPP documents.

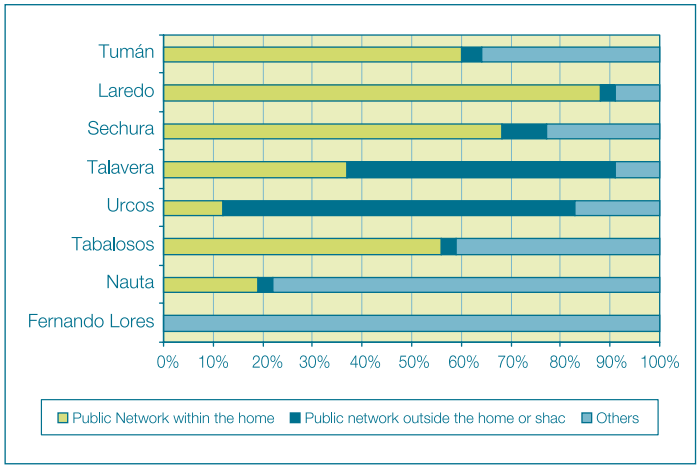
2.2 The social situation of women with respect to water and sanitation in the STPP

Access to remunerated employment and education is intimately linked to higher education, better employment and vice versa. In all the districts of the STPP, women tended to have lesser educational qualifications and therefore lesser access to the professional market, as in the case of Sechura in which approximately eight in every ten persons without access to remunerated employment are women[11].

In this context, women take care of the household and the children, and are thus directly concerned with any issues in the drinking water service, which affects their daily chores; cooking, washing the clothes, cleaning the house, children's hygiene, etc. Even in the case of women who work outside home, it is likely that they are the ones responsible for the domestic chores.

In the towns participating in the project, access to water in the home was very limited, especially in the mountain and forest regions, as Graphic 1 shows. This situation increases the burden on women and has repercussions on their utilization of time and theirs as well as their children's health.

Graphic 1:
Supply of water in participating localities



Source: Results of the 10th National Population Census and Fifth Housing Census 2005.

The conditions described above contribute to the fact that both men and women recognize that it is they who best understand the situation in terms of the service and who also suffer the consequences of any deficiencies. Women, in particular recognize the importance of their presence in discussions and decision-making on the services, as the following testimonies show:

> *"In my neighborhood women have participated more because of their close association with the issue of water and its handling (JVCSS[12] woman, Urcos)*

> *"…women have mobilized themselves the most, exclusively in terms of shortage of water. They are the ones to go out and express their demands because perhaps they are the ones who are most affected, they are the ones who cook, who wash …" (JVCSS man, Tumán)*

[11] Socio-economical reports prepared by the Technical Assistant Firms CADUCEO–CAEM and TBW INFRAMAN 2005 – 2006.
[12] JVCSS stands for Neighborhood Community Board.

However, in spite of the close relationship that many of them have with water services and the acknowledgement that they are knowledgeable about it, women had not been participating actively in this sphere, in terms of decision-making on the services in their localities. In Tumán, a town located in the north of Peru, for example, when the STPP project was started, it was found that more than 80% of the women had never participated in the decisions made for implementation of water and sanitation works. The main obstacles that came in the way of their participation were explained as follows:

- Overload of work at home
- Lack of training and
- Active exclusion demonstrated by the non-involvement of women in decision-making.

This situation reveals the fact that the social confinement of women to the private family space appears to be an attempt to restrict their participation in public spaces and reinforces exclusion by statements such as women are less educated, less informed and therefore less capable of making decisions.

However, the affirmation of their potential as housewives, who are knowledgeable and have experience in the management

of their scarce resources, provides an opportunity for women to become partners in changing traditional conditions of exclusionary participation and promoting equitable participation and collaboration between men and women. The result of strengthening the management of these services with their contribution are evident as women:

1. are well aware of the drinking water and sanitation situation
2. recognize the improvement of services as a benefit, and
3. value the water resource.

3. The incorporation of a gender component in the different stages of the project

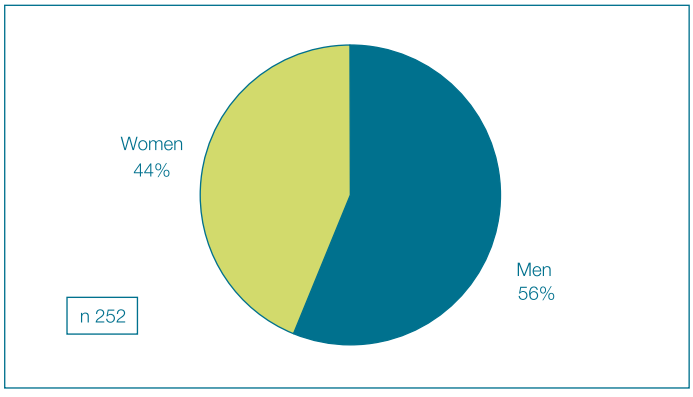
Various mechanisms of inclusion were used during the project to motivate and ensure the participation of men and women, following the basic methodological diagram given below:

UNDERSTAND	→	Quick assessment of communications
GET ORGANIZED	→	Communications Committee
COMMUNICATE	→	Communications Plan
DECIDE	→	Citizen's Meetings
SUPERVISE	→	Neighborhood Community Board for Supervision of Water and Sanitation Services

3.1 Understand in order to inform

The opinions and experiences of both men and women with regard to the services were compiled and taken into account from the beginning of the project by means of communication assessments, in which both men as well as women participated.

Graphic 2: Gender-wise participation of the population in socio-communication assessments



The analysis of this information showed a weak relationship between the municipality and civil society, wherein channels of communication were almost non-existent.

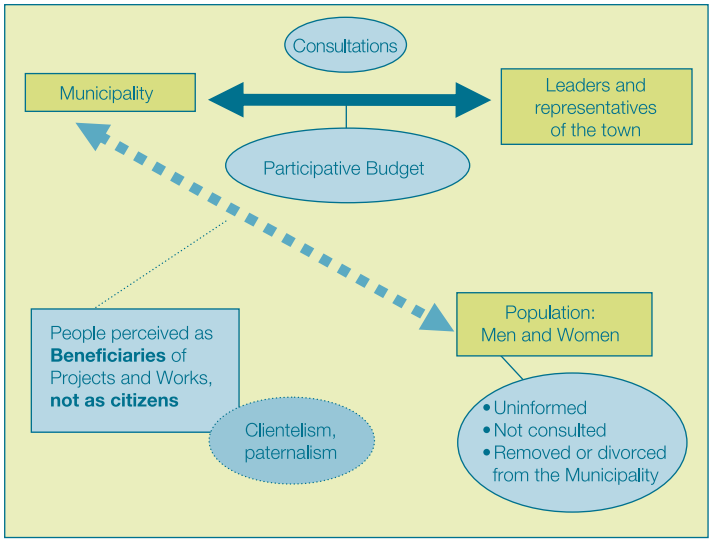
It showed a slightly better relationship between the municipality and community leaders. Graphic number three shows the relationship of the representatives and the local leaders with the municipality. This relationship was identified during the preparation of participatory budgets, when the former were consulted on the allocation of the local investment funds.

There is still a tendency on the part of local governments to perceive men and women of their town as simply the beneficiaries of their projects and works, but not as citizens who require information, with a right to decide on the priorities for the development of their town and as subjects of duties.

The diagnosis also allowed identification of the spaces of communication for women and men. The feminine spaces dealt with participation in social programs, domestic chores and spaces for entertainment. The masculine spaces dealt with entertainment and sports (stadiums, football fields or grounds).

These findings helped the communication committees prepare a work plan that gave both men and women equal information. The Committees started with a majority male presence (70% males) and a significant municipal presence. However in the course of the process these spaces began to open up and become spaces for participation for the organized public, where women too began to be included. Both women and men, members of the committees, received training on the project and had access to information on the situation of services in their locality, which prepared them to be sources of reference for information on a issue of public concern. Thus the participation of men and women in the management of information was ensured. The Committees, consciously incorporated guidelines to clearly state their demand that

Graphic 3
Citizenship and Local Governments



Source: Qualitative Study

men and women must have access to the following mechanisms of information:

- Open invitations: for both men and women.
- The timings are set according to the availability of both men and women.
- Setting incentives and evaluating the participation of each and every person.
- The materials are prepared by making women and men visible:
  - Fulfilling various roles in terms of services (representing municipality, specialized operator and neighborhood board).
  - Interested in the improvement of services

3.2 Men and women making decisions

With well-informed citizens, the spaces for participation and citizen consultation were opened up in all the towns of the project. These spaces had to ensure equitable access for both men and women, with the following objectives:

- Public decisions to introduce changes to improve management of service.
- Election of local representatives to form the Neighborhood Community Board for Service Supervision (JVCSS).

The consultation mechanism was in the form of a public assembly, organized at two levels:

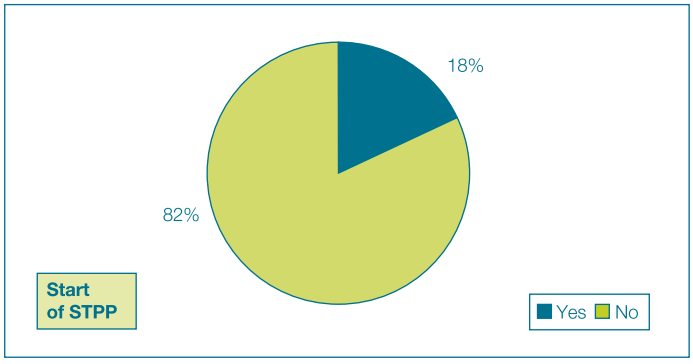
1. Locality wise meetings, in which an initial agreement was arrived at
2. The agreement arrived at was taken by two delegates (male and female) to a general assembly of delegates.

For example, in Tumán, a city to the north of Peru, this mechanism brought together 1599 neighbors in the locality, who participated actively and in equal numbers. In this community, at the beginning of the project, eight of ten families pointed out that no woman had ever participated in decision-making for implementation of water and sanitation systems; however when the citizen consultation mechanism was introduced, with equal emphasis on men and

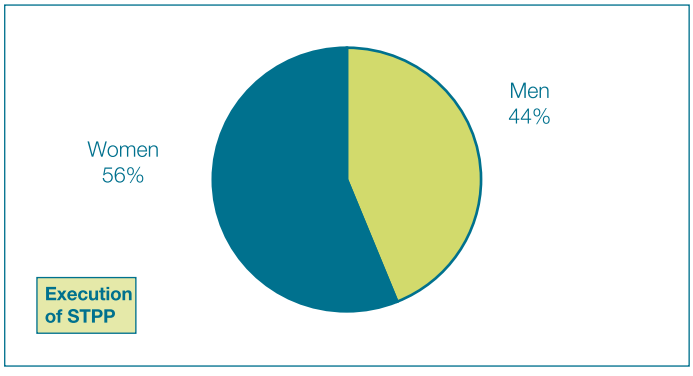
women, 56% of the participants in public meetings were women. Which shows their deep interest in contributing directly to decision-making on an issue, which directly concerns them and concerns the development of their communities.

Given the first asked question, it is to conclude that equitable access to information, in addition to the application of inclusive mechanisms for participation of both genders, increases and ensures the participation of women, in the processes of decision-making on the services, thus contributing to greater legitimacy of the agreements arrived at.

Graphic 4: Percentage of families in which at least one woman has participated in decisions for the implementation of water and sanitation systems – Tumán



Graphic 5: Participation of men and women in the consultations – Tumán



3.3 Negotiation to arrive at a decision: the tariff issue

The consultation regarding interest in a new management model for water and sanitation services and subsequent participation in it, included information on the tariff that the community must pay and approve.

The tariff proposal was the result of a careful technical process and included prior discussions between the Municipality and the leaders and also the organization meetings at the level of the locality. The STPP experience shows that the responses and the concerns of women and men with respect to the tariffs to be paid were varied. The socio-economic analysis identified a trend indicating the willingness of women to pay a greater price for good quality services, while men did not show the same willingness, as can be seen in the table below. These trends were reconfirmed in the different results in terms of the issues and concerns of men and women regarding the service.

> *"The data when broken down gender wise, shows that women are willing to bear an increase of US$ 2[13], in comparison to men who were only willing to accept an increase of US$ 1.7 (20% less)".[14]*

> *"73.2% women would pay more for quality service, while among men only 64.6% would do so".[15]*

In the focus groups, often there were differences in the perspective of men and women. When men and women were asked about their three main concerns with regard to the services, women replied that improvement in the services

[13] At the time of the project, the rate change was US$1= S/. 3.20 (soles).
[14] Socio-economical reports prepared by the Technical Assistant Firms CADUCEO–CAEM and TBW INFRAMAN 2005 – 2006.
[15] Ibid.

Priorities of men and women related to the water and sanitation services

Order of Priority	Men	Women
1	TARIFFS	TIME FRAME (for improvement in the quality of service)
2	Quality of water	Quality of water
3	Mistrust: privatization and completion of works	TARIFFS

Source: Qualitative Study

in the short-term was a priority; while for men the cost of the service was first priority.

Without doubt, the prioritization of concerns has a direct link with the roles that each one plays within the home. These interests and concerns enter into the process of negotiation, when the consultations take place, where it is important to make a decision that would benefit the entire family. Thus if the acceptance of an increase in the tariff is backed by women, so that the service may improve, men in turn bring to the discussion the limitations in their income, so that a fair tariff is then arrived at, which can be included in the household budget of the majority.

> *"Men asked about the cost, if it was going to vary, if this was really going to be privatized, this was their main concern" (JVCSS woman, Tabalosos)*

> *"The proposal more or less was that you were going to have water in your house and people said yes we are ready and the mothers were saying that they were even willing to pay one sol a day but a man who sees the financial part of it sees that one sol a day means 30 soles a month" (JVCSS man, Sechura)*

Thus in this way a Social Agreement was arrived at in terms of the tariff and quality of service that would benefit the families and which both men and women have undertaken to respect, if they are provided with the service and are also able to perceive improvements in time. It may be concluded, in response to the second question that was formulated, that informed women value the water services more and influence the men in terms of their willingness to pay more and thus demand quality water and sewage services in the towns involved.

3.4 Male and female citizen participation for sustainable management of water and sanitation services

With the formation of the Neighborhood Community Board for Service Supervision, a permanent mechanism was created for citizen participation in the management of services, to take on the role of supervision of services. Supervision is a function by which it is verified if the service is being provided in the manner that has been agreed upon between the Municipality and the Specialized Operator.

The JVCSS is constituted by an assembly of male and female delegates, who are representatives of the localities or sectors of the town. The assembly in turn elects a directive board, which is

in charge of putting into operation the efforts of the JVCSS. In order to guarantee equitable participation of both men and women, two basic criteria were established:

Tumán Municipal Ordainment

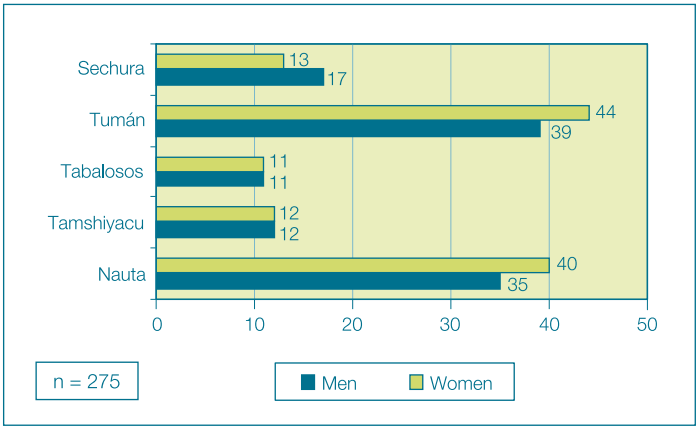
"Each locality will elect its representatives to the Neighborhood Board, which must include one male and one female. The elected representatives will be members of the Neighborhood Board" [16]

- By a Municipal Ordainment a quota for inclusion of 50% men and 50% women was established, thus ensuring that there was equal representation in the formation of the JVCSS.
- All the sectors or localities of the town were invited to participate in the election of representatives to the JVCSS.

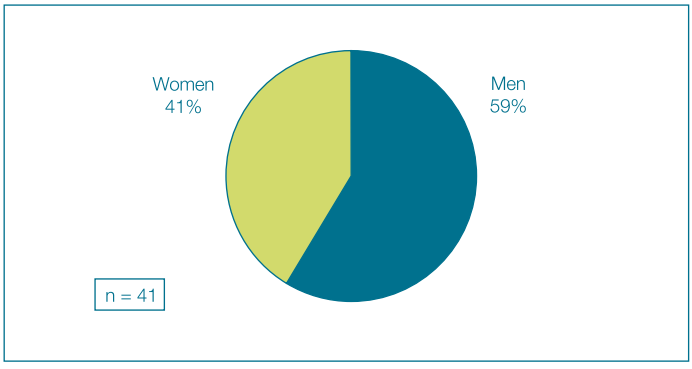
In practice not all localities managed to fill the established quota, however all of them had a significant participation of men and women, both in the Assembly of Delegates as well as in the Directive Board.

[16] Article 4, Chapter III. Tumán Municipality Ordainments 2006, p.82.

Graphic 6: Gender wise distribution of JVCSS delegates



Graphic 7: Distribution of the members of the JVCSS Directive Board



Once the Neighborhood Board (JVCSS) was formed this was established as a space for citizens to:

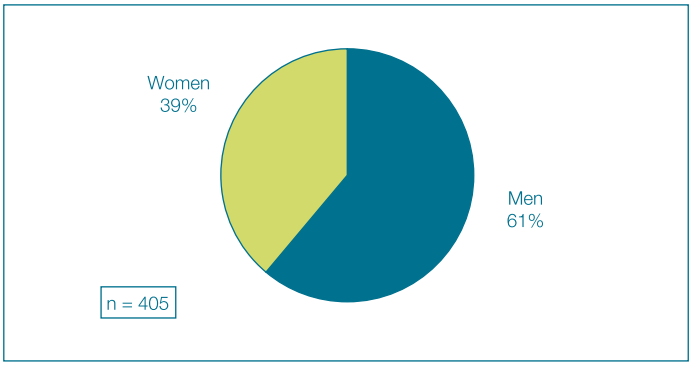
- Supervise that the quality of water and sanitation service is in accordance with the contractual obligations assumed by the specialized operator.
- In special cases they route the claims of the users of the water and sanitation services and carry out necessary verifications.

- Promote fulfillment of the obligations of the users of services, such as: the duty to use water and sewage services correctly and the duty to pay for the services.

- Ensure compliance with the principles that govern public services: equality, continuity, compulsoriness, continuity and regularity.

To carry out these functions the members of the JVCSS must strengthen their capacities to participate in these decision-making spaces. Training workshops for men and women have been the mechanism used. These workshops have dealt with the roles and functions of the JVCSS, the quality of water and sanitation services, the duties and rights of the users of services. Both men and women have thus started their functions as supervisors of the services, defenders of rights and educators in terms of good utilization of resources and full exercise of citizenship.

Graphic 8: Distribution of attendance of men and women in the JVCSS training workshops



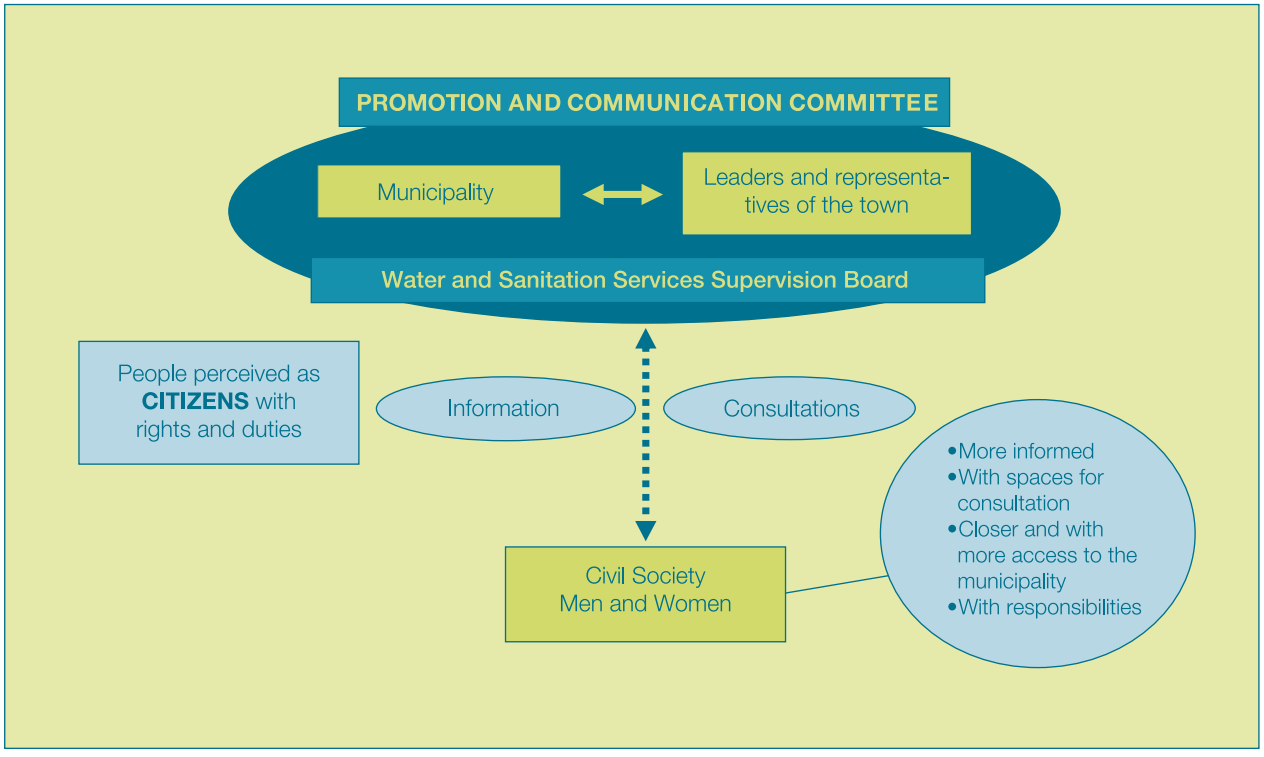
4. Building citizenship: local government, male and female citizens

All the mechanisms of participation, consultation and management, which were implemented brought about a change in the relationship of the municipality with citizens, and led to the creation of mechanisms for citizen participation that brought the authorities closer to the community. Qualitative information shows that people felt included in the process thanks to greater information and the creation of spaces for consultation and communication, which led them to assume responsibility within the project, such as the commitment to pay for the services, which the municipal management had not managed to achieve in many towns.

The changes perceived by the participants of the qualitative study can be summarized in two points:

- The introduction of mechanisms for information and citizen participation –namely the Promotion and Communication Committee, Citizen Consultation and the Board for Water and Sanitation Service Supervision.
- The perception of citizens with regard to their relationship with the local government, which was transformed from the role of a beneficiary to the role of citizens with rights and duties, that is to say jointly responsible for local development.

Graphic 9: Changes during the STPP



Source: Qualitative Study

In response to the third question that was posed, the project effectively improved relations between the state and civil society, contributing to the creation of a new concept and image of a citizen, with the right to be informed and involved in development processes and at the same time aware of having duties and responsibilities that must be fulfilled. The people thus stop being "beneficiaries" of the work of the authorities, and become "citizens" that is to say active agents in community and personal change.

The changes, in order to be lasting must occur not only at the structural level but must also be a conscious process of change at the personal level. In the analysis of benefits besides the access to the resource, we found that men and women valued the learning process and the opportunity to serve the community. Women also valued access to information, spaces where they could express their opinion and the opportunity for free expression of ideas in an environment characterized by horizontal and democratic relations.

5. Lessons Learned

- **The incorporation of a gender component strengthens the expression of the citizen's demand for access to quality services and the willingness to pay a fair tariff**. Mainstreaming a gender approach in the STPP has been efficient because it has promoted and facilitated the processes of social change, which resulted in the identification and strengthening of a more qualified and sustained demand by citizens for access to quality services and also responsibility on their part in terms of the payment of a fair tariff.

- **A participative methodological proposal like the one adopted in the project establishes a strong link with aspects that are highly valued by men and women.** Valuing of collective effort and cooperation. Both must be stressed on in the manner in which water and sanitation services are organized in small towns.

- **The relationship that women have with water is an opportunity to promote their recognition in the public space.** The intense relationship between women and water, for domestic use, favors the social recognition of a whole set of experiences and know how, as well as the capacity for contribution and the right to participate in the public space for management of this resource. The diverse mechanisms used during the development of the project, which have led to the visibilization of aspects ranging from the right to information to the right to participation in public spaces for management of this resource, have helped in recognizing the woman-water relationship and taking it out of the domestic space has allowed it to be legitimately represented in the political decision making space, that is to say in the public domain.

- **Women and men decide together on the tariffs, contributing their different perspectives**. The main concern of women with regard to the services tends to be regarding an improvement in the quality of these services and they are willing to pay a fair price for a quality service. Men, on the contrary, tend to prioritize the increase in tariff as a concern, without establishing the relationship between cost and quality of service. However, based on these two perspectives, a process of negotiation is undertaken which highlights the quality-cost relation and subsequently results in the setting of a fair price.

- **Women and men who are trained on the water and sanitation issue also created local capacity for management of resources.** The continued training of men and women during the course of the project, favored the creation of new capacities that are required in the management of the service, thus incorporating the experience gained from citizen surveillance and supervision.

- **The inclusive mechanisms for men and women in development contribute to the exercise of good governance.** Access to greater information for both genders results in better informed citizens and widens access to decision-making mechanisms and the capacity for management of water and sanitation services, mechanisms that are part of development management. These capacities that are acquired result in deeper links between the local government and men and women who are exercising their citizenship, bringing them closer, in this manner to good governance.

Bibliography

Batthyány, Karina. 2004. Cuidado infantil y trabajo: ¿Un desafío exclusivamente femenino?; una mirada desde el género y la ciudadanía social. Montevideo: CINTEFOR.

Castillo, Oscar. 2004. "Agua, saneamiento y descentralización – Algunos temas pendientes en el sector". Boletín Agua N 18. Lima, October 2004.

García Mariela, Alianza de Género y Agua. 2000. Colocando el enfoque de género en todos los niveles y en todos los sectores relacionados con el manejo del recurso hídrico. Ponencia presentada en la Conferencia de Agua y Saneamiento en Poblaciones Pequeñas y Medianas en el Marco de la Visión Mundial. Cali, Colombia.

Gross B, C. van Wijk, y N. Murkherjee, 2001. Linking Sustainability with Demand, Gender and Poverty: A study in community managed water supply projects in 15 countries. Available: in http://www.wsp.org/publications/global_plareport.pdf

Socio-economical reports prepared by the technical assistance firms CADUCEO–CAEM and TBW INFRAMAN 2005 – 2006.

Marshall, T.H. 1992. "Ciudadanía y clase social", en T.H. Marshall y Tom Bottomore. "Ciudadanía y clase Social. Madrid: Alianza.

Niño de Guzmán J. y M. Zevallos. 2002. "Construyendo la equidad de género. Metodología e instrumentos para su inclusión en proyectos de agua y saneamiento". Water and Sanitation Program. Latin American and the Caribbean.

SDC. 2005. Género y Agua: Integración de la equidad de género en las intervenciones de agua, género y saneamiento. Berna.

SDC. 2003. Contribuir a la buena gobernabilidad: estrategia de COSUDE en el Perú. Lima, Perú.

WSP–LAC with the help of the Consultant Trust Fund (CTF) of Denmark. 2007. "La Inclusión del enfoque de equidad de género en el sector de agua y saneamiento en Honduras". Un diagnóstico y propuesta. Tegucigalpa, Honduras.

WSP–LAC/SDC/SIDA. 2002. Genero, en el sector agua y saneamiento de la región andina. Hallazgos, recomendaciones y propuesta estratégica. Lima, Perú.

Water and Sanitation Program
Latin America and the Caribbean Region
World Bank Office, Lima.
Alvarez Calderón Nº 185,
San Isidro, Lima 27, Perú

Phone: (511) 615-0685
Fax: (511) 615-0689
E-mail: wsplac@worldbank.org
Website: http://www.wsp.org

wsp
water and
sanitation program